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ABSTRACT

Examined in the report are administrative and financial structures of Illinois special programs (including special education, vocational education and bilingual education.) Considered are organizational issues of regional administration - Joint Agreements for special education, "Super" Regions for low-prevalence handicapped students, Area Vocational Centers, Educational Service Regions, and unified intermediates. The relationship of these organizational patterns to local school districts and to the Illinois Office of Education is analyzed. Financing regional programs is addressed in terms of capital facilities, current operating expenses, and implications of new legislation to implement full state funding of special programs' extra costs. A final section presents a suggested format to implement a program cost analysis system. Sample forms are included for providing such basic information as staff distribution and salary, and pupil distribution among programs. Among seven final recommendations is the development of cooperative regional units to assist local districts in providing services and programs. (CL)

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SPECIAL PROGRAMS IN PUBLIC SCHOOLS

Administrative and Financial Structures

Report of the Second

Study on Special

Programs in Education

by

William P. McLure

through the

Bureau of Educational Research

College of Education

University of Illinois at Urbana-Champaign

for the

Illinois School Problems Commission

Illinois Office of Education

June 1976

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FOREWORD

This study is a sequel to the one completed in May, 1975 on Special Education, Needs, Costs, Methods of Financing.

The first study concentrated primarily on programs that have come to be described as special education for children with learning difficulties. The principal objective was to develop alternative methods of financing special education. By the nature of the methodology for cost analysis of any one designated program, it was necessary to collect data on the total system. Thus, other special programs receiving special federal and state aid were identified and priced. These included vocational education, compensatory programs, bilingual programs, and programs for gifted children.

For reasons of relevance, other topics were included in the first study: special education services provided by state agencies, the nature and trends of special education, emerging programs for pre-school handicapped children, and a description of the relationship between bilingualism and special education. Alternative methods of funding special education were described. One method, namely state funding of extra costs of programs was proposed.

The current study focuses on administrative and financial structures of all special programs, including special education, vocational education, bilingual and other programs. The analysis of administrative structure is limited to (1) organizational issues of the present regional systems--the Joint Agreements for special education, the "Super" Regions for low-prevalence handicapped children, the Area Vocational Centers, and the Educational Service Regions (formerly the Office of County Superintendent); and (2) their relationships to local school districts and to the Illinois Office of Education. The treatment of financial structures is to translate the

proposal of the previous study into operational form and to present a draft of the basic design of minimal information to implement the financial system.

William P. McLure

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CHAPTER I

ORGANIZATIONAL PATTERNS

Introduction

Illinois is one of few states that has been noted for a system of local school districts with a wide range of size from the small neighborhood to the great metropolis of Chicago. The community has been the nexus of organization for school districts. This state is one of four, including California, Nebraska, and Texas with more than 1,000 local districts.

Thirty years ago Illinois had 9,861 public school districts, and sixteen other states had more than 2,000 districts. The total number in the nation was reduced from 100,223 in 1946 to about 16,000 in 1976, and in Illinois from 9,861 to 1,029.

These facts simply point up the fundamental change in structure of administrative units from small communities to larger, often multi-community units. The underlying reasons for these changes have been the expanded purposes of education, growth in school population, and the necessity for a more complex system. Economy of scale has called for larger districts to accommodate the complexity of purpose and the variety of instructional groupings of children to meet their diverse needs.

The state has not accomplished a reorganization of local districts with a school population of adequate size to provide in each district programs to serve all needs. The alternative for those districts with too few students to offer special programs is the cooperative or regional unit. This option has been adopted in about a third of the states.

There is little evidence from state policies in the past, or in the attitudes of citizens, to indicate that the numbers of school districts will be reduced drastically in the foreseeable future. Therefore, the most probable option for operating special programs as defined in this study will be a regional system. This is the premise on which the present study rests. The principal issue, then, is what is the best regional system to provide cooperative programs for groups of local districts?

To explore this question the writer has attempted to identify alternatives and to seek the advantages and disadvantages of each one. The first distinct pattern is represented in present practice. The public school system of Illinois consists of the following administrative units:

1.	Local School Districts.	1,029
2.	Educational Service Regions . . . . . (formerly County Superintendents)	78
3.	Joint Agreements for Special Education Programs (Regions).	65
4.	District Special Education Programs operated independently of Joint Agreements.	18
5.	Area Vocational Centers (Regions)	29
6.	"Super Regions" for low-prevalence handicapped children.	13
7.	Illinois Office of Education. . . . . (Administrative-Technical Office of the State Board of Education)	1

This list does not include six state agencies which administer some educational programs, services, and funding. These agencies are Mental Health, Children and Family Services, Corrections, Public Aid,

Public Health, and Vocational Rehabilitation. These agencies are not included in the present study but they deserve mention because of important implications that exist in consideration of the seven administrative units listed above.

The present system is a pattern of multiple regions functioning as intermediaries or cooperatives between the local districts and the Illinois Office of Education. The exceptions are 18 districts which do not operate special programs through an intermediary.

The second pattern, or alternative to the present one, is a unified type of intermediary. This type would be a multi-purpose or comprehensive system including a number of programs and services. These two basic structural models are illustrated in Charts I and II. There may be modifications of these two designs, but the writer has not been able to identify a third basic one.

Twenty years ago some studies were conducted to explore a new role for the Office of County Superindendent, the only type of intermediate unit in the state until recent years. The results of those studies led to recommendations for large multi-purpose intermediate districts where citizens would have a common region to provide all special programs in need of inter-district sharing, and to accommodate the complex relationships among programs.

The idea of reorganizing the office of county superintendent into some type of intermediate office persisted through the 1950's and 1960's and led to the change in title from the Office of the County Superintendent to the Educational Service Region.

CHART I. MULTIPLE INTERMEDIATES

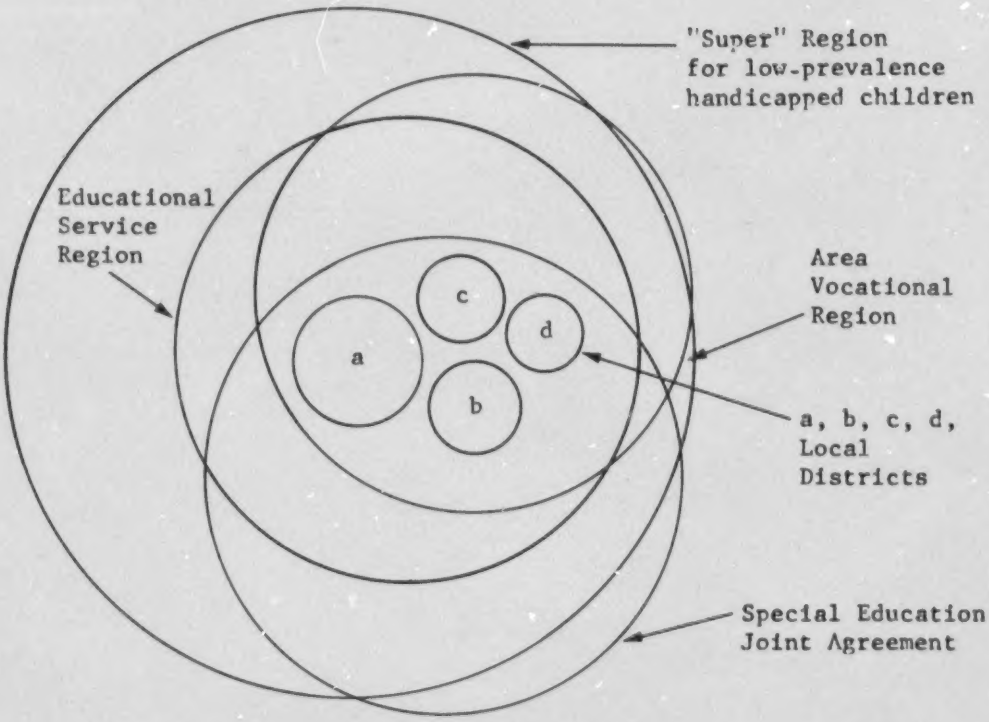
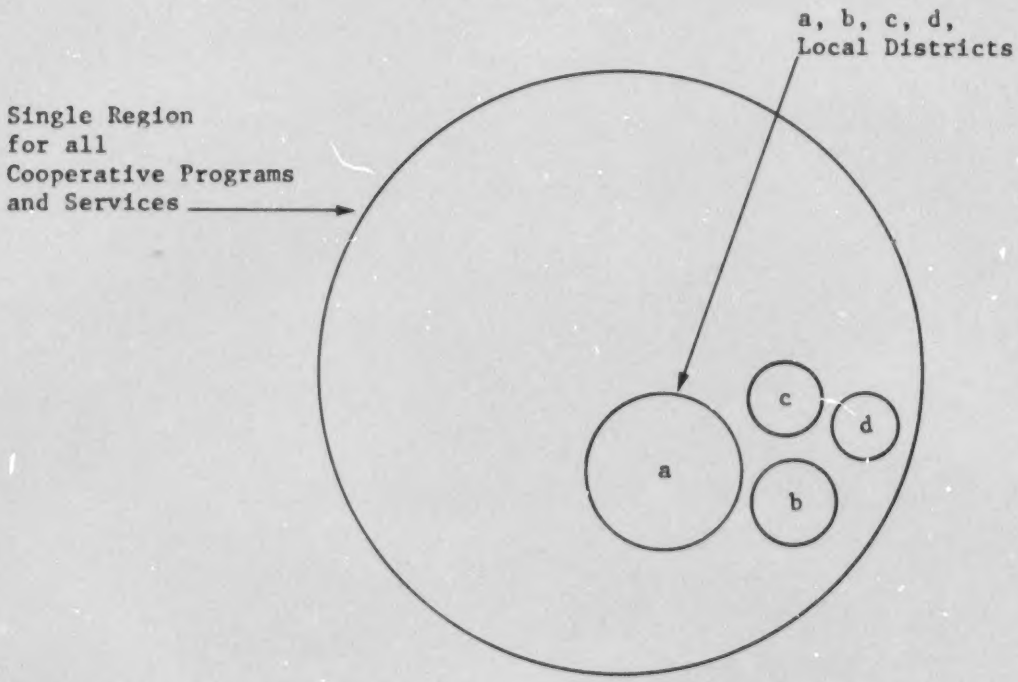


CHART II. UNIFIED INTERMEDIATES



In the meantime the state mandated regional cooperatives for special education, and also established policy for development of co-operatives for area vocational programs. Concurrently, the state adopted a policy to consolidate the Educational Service Regions. Recently, the number was reduced from 102 to 78, with plans for further reduction to possibly 50 or 60 by 1978.

These basic conceptions as illustrated in Charts I and II have been used as guides in this study to explore the present administrative patterns, relationships, and suggestions for possible modifications for improvement. The writer has followed the method of extensive interviews with administrative officials in all types of these units throughout the state. The viewpoints of teachers in a variety of circumstances likewise have been studied.

Interviews were structured around five key questions. These served as bases for probing the conceptions held by the interviewees, and their responses to potential changes in present practice. The key questions are as follows:

1. What are the relationships between the joint agreements (regional units) for special education and the following:
   (1) Local school districts
   (2) Area vocational centers
   (3) "Super Regions" for low-prevalence handicapped children
   (4) Educational service regions
   (5) The local districts which operate special education programs independently of joint agreements?

2. Is there an alternative system of regional intermediates that holds greater promise for improvement in education than the present pattern of multiple intermediates?
3. Is the model of a unified intermediate a feasible one?
4. What are the advantages and disadvantages of continuing the present pattern of multiple intermediates?
5. What are the advantages and disadvantages of a state policy goal to develop a system of unified intermediates?

The discussions which follow are the writer's descriptions; interpretations; and conclusions based on responses of persons with different professional roles, experiences, and institutional commitments.

There has been no effort to quantify the conceptual ideas, logic, and conclusions of these interviewees. Instead, the writer has attempted to identify consensus and differences of perceptions that may help to clarify the fundamental issues for public consideration in modifying educational policies and practices.

Multiple Intermediates

This section presents an analysis of some outstanding problems and issues that exist in the present pattern of multiple intermediates. The section that follows treats the proposition of unified intermediates as an alternative design. Some problems may have little unique relationship to the nature and structure of the system.

Special Education: Joint Agreements

The Joint Agreements are single purpose units for special education, though there are numerous instructional patterns called programs. The major problems and issues may be classified into two groups: (1) those internal to the system, and (2) the external ones involving relationships with other intermediates.

The principal internal issues appear to fall into three types: jurisdiction, authority, and finance. The first is the jurisdiction of the joint agreement. The state mandate for creation of these cooperatives offered few conceptual guidelines to avoid some precipitous action and constitutional defects. Strong provincialism among local districts led to exclusions and fragmentations of territory that might have been avoided through some general guidelines. The concept of a cooperative system of local districts was not defined in general terms to serve as a useful guide in the organization of these regionals. The constituent groups of local districts had the responsibility to establish the boundaries on their own. Also, lack of clarity in state fiscal policies led to much haggling over the concept of equity in the allocation of resources and provision of facilities. These difficulties, however, may have some mixed blessings as citizens gain experience in resolving very complex problems through inter-district cooperation.

In most joint agreements the director has an advisory council composed of local superintendents and a regional superintendent to represent local school boards in the administration of the programs. Some directors question this type of organization as the best one. In

many cases the process of decision making with large numbers of local boards has been slow and cumbersome, but experience has produced evidence that this problem can be resolved.

There may be another phenomenon to explain in part why some directors have felt encumbered by the organizational structure in their administration of the regional programs. This phenomenon is the tendency to develop independence in one's sphere of expertise and responsibility. The motives to achieve and to be accountable naturally re-enforce the tendency toward separatism.

The second category of issues about the organization of the joint agreements is the authority structure. There is considerable anxiety among directors about their true authority to act as leaders with accountability. Since they operate on the principle of a cooperative (dependent) and not a separate (independent) system, joint agreements are not super-ordinate systems. They are service regions with the directors occuping the role of second-level administrators under the superintendents of several districts. Their position in principle is analogous to the role of the director of special education in an independent district such as Chicago and Peoria. There is one real difference, however, because the regional director has to operate within multiple districts rather than a single one, requiring consummate skill to work effectively with different styles and modes of administrative patterns.

Under these conditions the division of labor becomes extremely complex: assignment of pupils to "regular" teachers and to "special"

teachers, and distribution of non-teaching supportive staff, among others. Most children in special education have moderate and mild educational handicaps and are assigned to regular teachers with supplementary instruction by specially certified teachers in special education. In addition pupils may receive service from non-instructional specialists such as physical and speech therapists. The task of putting the right teachers and specialists together to meet pupil needs is a difficult one indeed.

Local superintendents and joint agreement directors strongly concur that the regional unit should have a stable core of staff specialists to work with "regular" and "special" teachers in the great variety of instructional situations. There appears to be common agreement that these staff members should have tenure in the regional unit rather than in each constituent local district as at present.

A serious weakness in the present structure of the joint agreement system for special education is the absence of a rational and predictable plan for capital facilities. The present system of financing capital facilities fixes the responsibility on local districts rather than on the regional cooperatives. Thus the need is diffused, and not brought into focus in relation to instructional needs and to operational feasibility.

A desirable plan should be based on the principle that facilities follow instructional needs. Since instruction is based on the principle of the least restrictive environment of pupils, most instructional classes are located in the larger schools and districts which receive pupils from smaller districts.

The third major structural problem of the joint agreements is the financial system to provide operating expenses. The present plan of

financing is only a partial plan which lacks the fundamental requirements of a total fiscal accounting system. This problem will be treated at length in the section on finance.

There are problems of external nature which are of great concern to local school administrators, and staff members in the related intermediates. These problems exist in the relationships of the joint agreements for special education with the following: (1) the "super" or low-prevalence regions for hearing, orthopedically, and visually impaired children, (2) the area vocational regions, and (3) the educational service regions.

At present these four intermediates have too little congruence of geographical boundaries to establish effective operational relationships. Each intermediate goes it's own way, independently of the other. There are no organizational ties to bind them together or to facilitate formally any shared arrangements by which they can deal with overlapping and mutual problems. There is some sharing of services between the "super" regions for low-prevalence handicapped children and the joint agreements. One of the most glaring gaps includes the children in special educational programs who need access to programs for development of vocational skills.

"Super" Regions: Low-prevalence Handicapped Children

In 1975 a study was conducted on these regions by Stephen P. Quigley and others for the Illinois Office of Education. The report states "The state appears to be creating, inadvertently, a dual system of special education where severe degrees of every disabling condition will be handled at a regional level and mild and moderate degrees at the local level or in joint agreements. Whether this is desirable has never been considered explicitly."[1]

This observation may be a serious understatement of the central issue of developing an effective organization for special education. According to that report, and other information which the writer of the present study has obtained, much of the financial support for these regions is provided through Federal Title I and Title VI funds. Presumably, these federal funds are supplements. At the present time about half of the funds are directed to the task of searching for, identifying, and diagnosing individuals in and out of school who possess "disabling" handicaps. However, there is a general impression among educators that the conditions upon which these funds are approved determine the requirements of organization and administration of designated programs. Some questions expressed by local and joint agreement leaders are: Is the super-regional system a federal or a state system? Is the system conceived as a super

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[1]Stephen P. Quigley, Barry W. Jones, Briggitte Mach Erbe, and Robert Ferber. An Evaluation of the Regional Programs for Educating Low-Incidence Disabled Children in Illinois, prepared for the Illinois Office of Education, Survey Research Laboratory, University of Illinois, September 1975. (p. 8).

unit merely to accommodate a few programs for children with very severely handicapped, "disabling conditions" because of low prevalence? Is this unit a design which will eventually absorb and incorporate all existing joint agreements and the independent districts? Is this unit a temporary, transitional system to assist the state in developing a comprehensive system to accommodate the total range of special needs?

There is much evidence to justify the concern held by officials in other types of units. Expansion has occured already in the number of "disabling" categories as well as in the definition of severity of the handicap. Overlapping duties of personnel, differences of opinion about jurisdictional authority, and lack of clarity about division of responsibility are examples of ambiguity and potential conflict.

The writer has observed much activity among all existing intermediates to invent organizational characteristics and financial systems to strengthen their respective jurisdictional domains and to ensconce themselves as quickly as possible as legal entities.

There is great danger, many educators think, in creating legal entities at the present stage of overlapping, uncoordinated structures. There may be much advantage in maintaining broad flexibility during an interim period while revisions can be designed to solve present difficulties.

Area Vocational Centers

These regional units do not appear to be developed as fully throughout the state as are the joint agreements for special education.

The lack of development appears to be due to a number of limitations. Some areas of the state are stymied because of inadequate finances.

Others lack a regional identity with appropriate leadership to present ideas and elicit public consideration.

Perhaps, most important of all, vocational education needs a compelling idea or purpose. The present programs are built on guidelines for federal approval of programs and funds. The state has become dependent on the federal requirements for approval of supplementary funds as determinants of the purpose. For many years these requirements have led rather than followed in the process of developing viable and adaptable programs to the fullest extent possible. The purpose has focused consistently on employment and manpower needs within medium and semi-skilled limits in occupational fields. At the secondary school level, needs have been considered primarily for pupils whose objectives are to enter employment after graduation from high school. Thus, this conception has fostered a two-class society in high schools: (1) One group which pursues vocational education for early entry into occupations, and (2) the other which pursues an "academic" program ostensibly to prepare for attendance in post-secondary institutions, leading to "professional" and highly-skilled levels of work.

The writer finds little, if any evidence that the vocational centers in Illinois are breaking with this tradition. Educational leaders express the need for a redefinition of purpose to open the field to many college-bound students and to pupils with handicaps or special needs who have been largely excluded in the past.

Effective programs for pupils with special needs will require working relationships between persons in both fields, special education and vocational education. There are some examples of area vocational centers that

have the potential for expansion of purpose to accommodate pupils with special needs. Two outstanding ones are DAVEA Center at Lombard and the Lake County Center near Grayslake. Most of the programs in these centers would be excellent training for pre-engineering, pre-business, and other fields in post-secondary institutions. Expansions of these centers would be necessary to accommodate additional clientele. These changes undoubtedly would alter the curricula offerings in the home high schools, but the overall effect would be an enrichment of educational opportunity which is sorely needed at the present time.

The limitation of resources to develop regional vocational programs with expanded purpose and strong thrust has led to much discouragement among educators and laymen. The present economic restraints are contributing to this feeling. As a result of these limitations new propositions about secondary education are being discussed with some seriousness. One is to drop one year of high school and allow pupils to enter college one year earlier. Another is to defer vocational education entirely to the community college.

Neither one of these propositions will stand up under close scrutiny. The former would be appropriate only for a few talented pupils who might accelerate their programs with careful planning. The latter is a cop-out born of either economic discouragement or a false notion of economy in the operation of secondary education.

It is true that community colleges offer introductory work in electronics, machine tooling, computer science, medical technology, and others that is quite comparable to the beginnings in the 11th grade of a vocational center for high schools. The reason is very simple. Their students enter

college with little or no introductory training and must start from a zero base.

Educational training that is appropriate at an age and time in the lives of children cannot be deferred with impunity. The cost of deferment increases in many forms: the major cause of dropouts, higher cost of initial training in private industry, greater expense in community college, and others.

A broadly based vocational program has not been established in American high schools, and therefore there has been no real test of pupil response to such an offering. Leaders and experts in the field believe that some big changes in secondary education must come eventually, even if only by force of necessity for national survival. There is increasing attention of educators to a re-examination of the early concept of the school as a miniature laboratory for development of conceptual and applied skills. Immediate costs and methods of funding have been formidable barriers to thinking, planning, and developing programs. Work-study programs have been tried with limited success because of the increasingly closed nature of much business and industry and the relatively few pupils served by this method of training.

The real barriers to change are not the true costs to society; instead they are the methods of funding. Given the proper methods the American industry could return to public schools a miniscule amount of extra production of materials as an investment in education. The result could be significant savings in later teaching of elementary skills on the job, and many other costs under present practices. Educators are convinced that the immediate extra costs to provide what pupils in public schools need now will reduce later social expenses incurred for individuals in many forms.

Educational Service Regions

These regional units are the same as the former Office of County Superintendent of Schools, with two exceptions. The title was changed in 1969 from the County Superintendent of Schools to Superintendent of the Educational Service Region, or Regional Superintendent. In 1973 the state mandated a plan for consolidation of counties, with those having fewer than 16,000 inhabitants to be annexed to an adjoining county. After April 1, 1977 those with fewer than 33,000 population must be annexed. After this second stage of consolidation there will be an estimated 50 to 60 regions.

These changes have occurred without an explicit policy of purpose, goal, or general function to be served by this intermediate office. In 1945 the school code listed 22 duties and 12 powers of the county superintendent of schools. Duties included such as the following:

> "To sell township fund lands," "To register the names of all applicants for . . . scholarships," "To visit each public school in the county at least once a year . . ," "To give teachers and school officers such directions in the science, art and methods of teaching, and in regard to courses of study, as he deems expedient." and "To conduct a teachers' institute."

At that time the office was a general clearinghouse for many reports and transactions between the local district and the state superintendent's office. In 1945 there were 1,573 districts which did not operate a school, and 10,382 which maintained one or more schools (9,861 districts in 1946).

By 1976 the number of local districts had been reduced to 1,029, with only four additional districts of the non-operating type. Yet in

this year the school code lists 22 duties and 13 powers. Most of these have the same wording as in 1945. The only significant change in power of the regional superintendent during these years is an authorization whereby the office may administer a regional or joint educational program or project for two or more local districts.

The office of county superintendent was organized to provide general oversight and a clearinghouse of information when the state had some 12,000 local school districts, most of which were one-teacher systems. Fundamentally the function has not been modified to accommodate the needs of reorganized local districts. Yet within the framework of a miscellany of activities these superintendents often have taken leadership in initiating developments for which they did not have jurisdiction to direct thereafter.

The reorganization act of 1947 was followed by a reduction of local districts from some 8,000 around 1950 to approximately 1,500 in 1960. Many county superintendents were effective proponents of reorganization in that period of local district consolidation. In the 1960's when the state mandated a regional system for special education, many of these officials were instrumental in developing the joint agreements for special education. Likewise they have been helpful in the creation of area vocational centers.

With only a few exceptions, however, these officials have only nominal relationships with the other regional units. They hold membership on advisory councils, keep informed, and serve as additional spokesmen and interpreters among the general populace. They serve as ombudsmen for these special programs as well as for education in general.

However, as illustrated earlier in Chart I, the boundaries of the various regional units are so incongruent that the regional superintendent, even if given authority, could not provide effective leadership either in coordinating existing programs or in adding new ones.

There are some divergent views between these superintendents and the leaders in other regional units and in local school districts. The regional superintendents view their present office as important in the total fabric of the state school system. They cite their close touch with the public, and their often critical role as negotiator, interpreter, resolver of conflicts, among others. On the other hand there is much concern among them about the future of this office, some freely admitting that there is no future without a new mission and an effective organization. Other leaders view this office as "a friend of the court" and not as a vital participant in the operation of educational programs as organized at present.

Perhaps the strongest concurrence found among the various leaders in this study is the conclusion that the present system of multiple intermediates is inadequate and should be supplanted within such reasonable time and manner as a more rational plan can be defined. It is clear from the discussions that such a plan has not been conceptualized, but much thinking on this subject is evident. There is wide agreement on the general concept of a unified type of regional system with component programs serving a common populace.

Unified Intermediates

A unified intermediate is defined as a regional unit which would include the present special education and vocational programs, and others as

needed to operate as a system of component parts. The intermediate unit would serve a single geographical area and the respective clientele of the programs within the area. The purpose is to establish an extended community with a population base sufficient to meet most of the educational needs of every individual at greatest economy.

The Educational Need

Leaders expressed a need for a unified type of regional system to serve local school districts and to provide an effective link with the state education office. Their suggestions are summarized as follows:

1. Citizens need a common region for identification of and participation in the resolution of diverse educational objectives and problems.
2. A common region is needed to provide a basis for development of effective sharing among various programs, such as occupational training for pupils with special needs.
3. There are special programs and services which a unified type of intermediate could administer. These include: (1) General leadership for inservice education programs and special instructional media, (2) Information resource center for legal queries, service to local districts in collecting and analyzing data for state and federal reports, (3) A computerized system of finance and pupil-staff accounting to serve local districts, the regional programs, and the state and federal offices, and (4) An updated regulatory function to serve local districts in working through the myriads of rules and regulations from federal and state levels.

Structure

A proposed structure of the unified type of an intermediate or regional system consists of about thirty regional units. An approximation of these units is shown in Chart III.

These illustrations are based on a number of defensible criteria. Due to the limitations of some data it is necessary to show potential boundaries along county lines. Cook County is divided into two regions. The southern portion of Ford County is added to Region 18.

The general criteria are as follows:

1. Twenty-thousand pupils in grades K-12 is a minimum base school population to compromise with geographic size in the most sparse areas of the state. A minimum of 100,000 pupils in grades K-12 is reasonable in large urban areas.
2. Boundaries of intermediate units would be determined on the following criteria:
   (1) Large cities would be used as focal points to include surrounding areas.
   (2) Counties would be considered as entities with portions to be divided according to existing school district boundaries, geographical barriers, and cultural orientations as determined by public attitudes, trade and service patterns.
   (3) The city school system of Chicago would be treated as regional and local in character.
   (4) Boundaries of cooperatives for special education, vocational education, low-prevalence handicapped pupils, and others to be developed would be common. The accommodation of the relatively

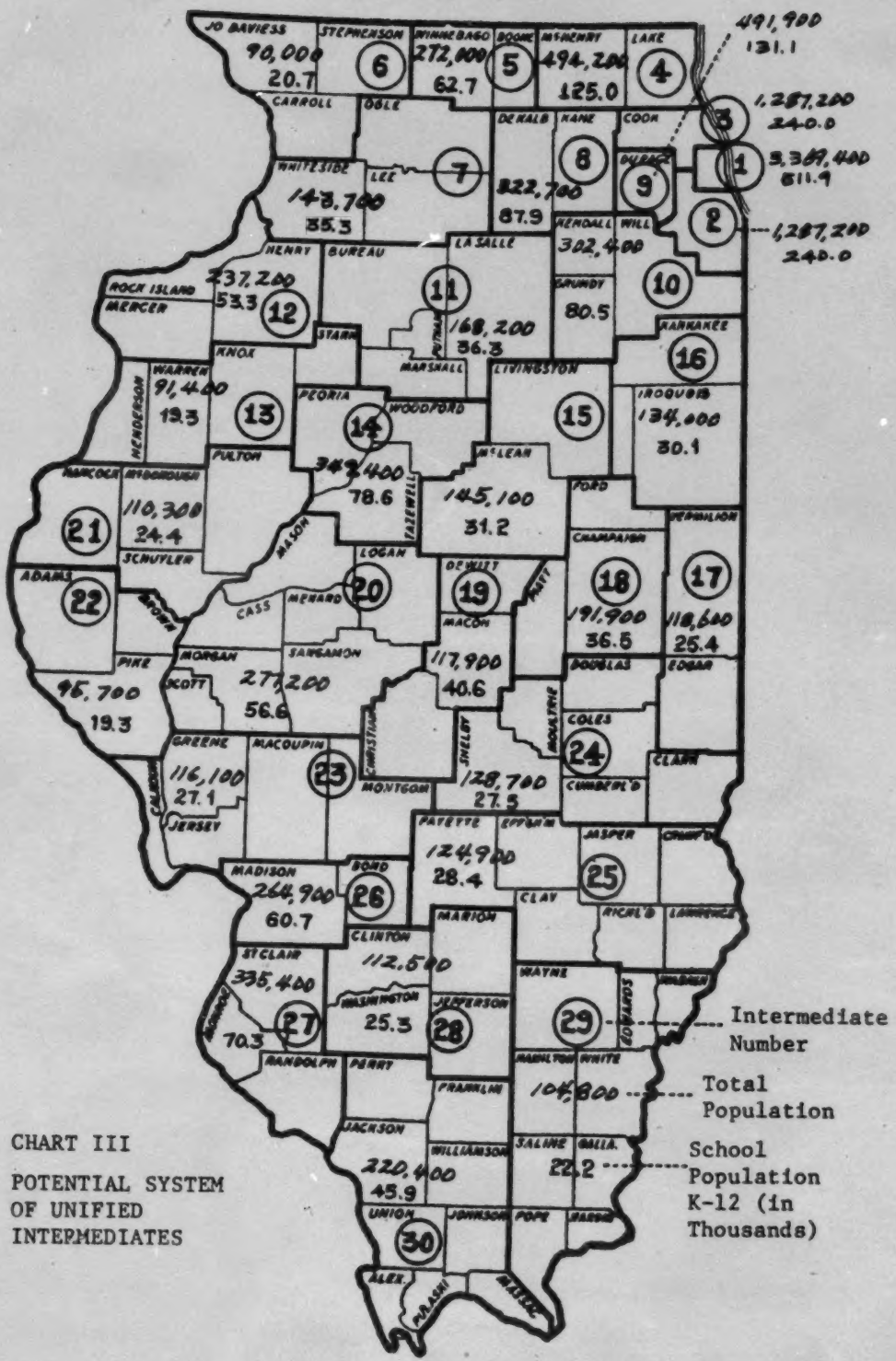

CHART III

POTENTIAL SYSTEM OF UNIFIED INTEPMEDIATES

few extremely handicapped pupils would require arrangements for inter-regional sharing. This arrangement, however, could be far simpler and more economical than a large hierarchical administrative overlay of thirteen super regions as existing at present.

3. The internal organization of regions would be based on the following criteria:

   (1) Most children with exceptional needs would attend their regular schools.

   (2) Instructional centers to accommodate pupils from two or more districts or within large districts would be determined on the basis of: educational considerations of pupils, economy, and distance of travel.

   (3) The regional unit would deploy supportive staff--supervisors, psychologists, therapists, social workers, and others to meet the varied flow of need and also to foster informal sub-units or clusters of small communities with common interests.

Administrative Organization

The administrative structure of the regional unit should be based on the principle: (1) to maintain a policy of control in local boards of education and (2) to provide a system of efficiency and accountability in the professional staff of the regional unit.

The regional unit would have an intermediate board consisting of one representative chosen from each local district board. This group would have authority to appoint all staff members of the regional unit upon the recommendation of the regional superintendent and the advice of the advisory

council (to be described subsequently). The intermediate board would have authority to act on such policies as determined by local district boards and to evaluate the performance of staff members under their jurisdiction.

The regional unit would be a legal entity with appropriate legislative authority to administer designated programs and services, with local districts having final authority as constituent units.

The intermediate board would meet perhaps no more than four times a year to formalize the budget and policies delegated to it, to appoint staff members, and to attend to other duties as might be required of it.

The regional unit would have an advisory council of seven to twelve local district superintendents, chosen by the intermediate board on some rotational plan. This council would meet with the regional administrative staff at appropriate intervals to review the operations of programs, to identify problems, and to advise the regional staff. This council would provide a mechanism to foster and reinforce modes of cooperation, to work at the task of differentiating responsibilities, and to serve as a bulwark against tendencies of bifurcation between the regional and local administrative staffs.

These two mechanisms, the intermediate board and the advisory council, should be means by which the diversity of interests and needs in a large region can be identified and the requirements for cooperative action can be acted upon in imaginative and fruitful ways.

Transition

There is much agreement among local and regional leaders on the concept of a unified type of intermediate as described here. Few ideas are advanced

on the process of transition from the present to a statewide pattern of a unified type.

The chief concerns expressed generally are as follows:

1. The present procedure for consolidating educational service regions is inadequate to develop an effective regional system.
2. The uncertain future of the educational service region after consolidation is making the office less attractive to potential leaders. Regional superintendents feel that they are put in a defensive position to reconceptualize the purpose and function of their office, that their views represent a vested purpose for survival.
3. Officials in other systems feel that a satisfactory transition could be made without great difficulty under the following conditions:
   (1) A clear purpose should be defined in state policy.
   (2) The purpose and the structure should present a new image for a comprehensive regional unit. There is strong agreement that the duties and structure of the educational service regions as now constituted should be superseded by something different to meet contemporary and future needs in education.
   (3) During an interim period the personnel of these regional offices should be appointed to a three or four year term by the State Superintendent of Education to utilize present talent in making an orderly transition. Thereafter, appointments should operate at the regional level.
   (4) At the time of reorganization, personnel in the present educational service regions should be given tenure for respective qualifications (not positions) in the new regional unit.

The Illinois Office of Education

This study of regional units and potential modifications of their structures to serve local school districts more effectively leads inescapably to relationships with the state education office. The local and regional units cannot be considered fully alone. Their operations join with the state education office, and it in turn with the state board and the general branches of government, to form a unique system for educational governance of the common schools.

No attempt is made in this study to analyze the state educational office in terms of its general role, functions, structure, and processes of operation. There are some crucial questions arising, however, which appear to be too fundamental and integral to ignore. They are presented to show a sample of the thinking among educational leaders. As the local and regional units are brought into public view for consideration of possible improvements, likewise the role of the state education office must be addressed as an integral part.

Perhaps a section of this report should be devoted to the federal agencies, especially when about 35 percent of the state office's budget in the current year (1975-76) is paid from federal funds. There is an increasing degree to which the state education office is becoming an expediter of federal rules, regulations, and guidelines. This statement is true for other states as well. If recent trends continue, federal-state relations may soon become a paramount issue in educational governance to be analyzed to determine maximum effectiveness.

The state education office has a long tradition as a professional office to serve the following functions: leadership, investigation, regulation, adjudication, and evaluation.

Leadership is pacesetting--stimulating new ideas, improvements--helping state boards, legislators, citizens at large, and the profession itself to sort out the ends and the means of education--and focusing public conscience beyond education to society itself, that good society from which goals and purposes of education and other institutions may be derived. Some specific programs include such activities as improvements in the quality of education, education of adults as well as youth, inservice education, school-home-community relations, and citizen participation in the processes of education.

Investigation covers a broad range of planning and collecting information, inquiring, and communicating knowledge to other agencies of government and to the public at large.

Regulation often appears to the casual observer to be the largest function. This includes teacher certification to ensure professional standards, the courses of study, length of school day, number of days in the school year, and myriads of requirements too numerous to list. The role of the office is to enforce rules and regulations of the state board, the legislature, and the federal government. The assumption is that a good rule or regulation, if followed, will produce a good result. Another assumption is that people cannot be trusted with wide discretion and therefore must be held within certain limits.

There is much complaint among administrators and teachers about the increasing mass of rules and regulations, and the volume of paper work to give evidence that the rules have been followed.

The *adjudication* function, like the mass of rules and regulations, has grown more in a geometric than linear fashion in the last quarter of a century. The activities include interpreting the law and the rules to be followed, resolving conflicts among parties, and settling grievances. Some of

these spill over into the courts for resolution after going up the channels of organizational hierarchy. Others go directly into the courts.

Evaluation is a broad function--which is associated with other functions to round out the role of the state education office. Recognition of schools is an example of a specific activity of this function. Evaluation includes determination of standards not only to meet the principle of minimum adequancy but to recognize schools that achieve higher quality.

Keeping these functions in mind, we can examine the views of local leaders about the role of the state education office in relation to considerations for an effective intermediate structure. Two propositions have been identified as principles to consider in defining the nature of this role.

The first one is to *decentralize the staff of the state education office to the intermediate level.* This one constitutes dual staffing--one group appointed by the state office and operating as its agent--the other appointed by the regional system and operating by its rules and expectations. The state group may be similar to the centralized systems in other nations where central officials are assigned to provinces for either temporary or permanent residence to carry out their special duties. Some of this is being tried on an experimental basis in Illinois in a few centers such as Mt. Vernon, Champaign-Urbana, and DeKalb. A branch office has been maintained in Chicago for a number of years.

The second proposition is *to decentralize functions to the intermediate level and not personnel of the state education office.* This principle calls for a redefinition of tasks among all functions that can be performed most effectively at each level, that is a division of work of each function. At the regional level the tasks would be performed by staff members whose

appointment and performance would be determined within the regional system. At the state level tasks would be performed by persons serving in the state education office.

Most probably there would not be a great difference between these two principles in the number of personnel. In the first instance there would be more persons with allegiance and identification with the state office. In the second case there would be fewer of the former and more at the regional level.

Local and regional educational leaders express great concern about the potential consequences of the former proposition. There is a strong preference for decentralized functions. The reasons for opposing the former and favoring the latter are as follows:

1. State officials are viewed as external agents and would complicate the relationships between regional staff members and members of local districts.
2. Members of local districts will develop defensive behavior toward state officials in contrast to peer relationships toward those in the regional office.
3. A dual staffing at the regional level will develop two sets of purposes, modes of operation, loyalties, and relationships. This arrangement will not contribute to a strengthening of the regional system.
4. A strong system of regional units and local districts, staffed with talented personnel, is the best assurance to limit the size of the state education office and to delineate between functions that can be performed best at each level.

Summary

There are two fundamental types of regional educational systems to provide special programs and services cooperatively with local school districts. These systems are described as (1) multiple intermediates--the system that exists at present, and (2) unified intermediates--a system that could be developed through modifications of the present plan.

The present system represents a change in state policy within the last ten years. Formerly, there was a single intermediate unit known as the office of county superintendent. The purpose was to provide a comprehensive list of services to local school districts, with some over-all, very general supervisory and regulatory activity. The title of this unit has been changed recently to educational service region. Policies are in operation which have reduced the number from 102 counties to 78, with anticipation of further reduction to 50 or 60 regions by 1978 through consolidation and annexation of counties. These changes imply, so many educators in these units and in local districts believe, a redefinition of purpose, or possibly abolition in the future.

Also, during the last decade this state has created two types of independent intermediates with special purposes, one for vocational education and another for special education. Most recently, a third intermediate known as the "super" region for low-prevalence handicapped persons has been organized in response to initiatory action by the federal government.

These developments represent a basic change in state educational governance. The early principle represented in the office of county superintendent was to provide external coordination and regulation of a large

number of local districts by giving an overseer a long list of duties to perform.

The recent intermediates are based on the principle of internalizing the processes of coordination and regulation. The regional units are built into the local districts as interstitial operating components. Thus, the regional cooperatives extend the capacity of local districts for greater self-coordination and less need for the earlier type of external oversight.

If the recent shift in principle prevails for future modifications of intermediate units, there are three options expressed by leaders interviewed in this study for the educational service region: (1) terminate it, (2) terminate it as constituted at present and assign a special purpose from among a number of unmet needs, and (3) terminate it as constituted at present and create a newly designed comprehensive, unified type of intermediate.

Most leaders who have shared their thoughts in this study respond positively and favorably to the proposition of a state-wide system of some 25 to 30 comprehensive, unified type intermediates. They believe this type of system will strengthen present programs in special education and vocational education, and enable them to develop additionally needed programs on a shared basis. In addition there are unmet needs such as regional accounting services, health services, and inservice education. Such a system could strengthen the capacity of local districts, an accomplishment which already has been demonstrated to a marked degree under the present system.

CHAPTER II

FINANCING REGIONAL PROGRAMS

Introduction

The state has adopted the policy of determining the financial need of pupils within the district of residence. This is consistent with the principle of assigning responsibility to the local district for its resident pupils. There is no escape, in the absence of a state program accounting system, from a great complexity and considerable variation among regions in the determination of expenditures. State and federal funds are determined by respective methods at these levels. Local districts determine the residual amounts through pro rata schemes which vary in the methods of computation from region to region.

It will be helpful to consider separately two broad categories of funding education: (1) capital facilities, and (2) current operating expenses. The former expenditures have a consumption cycle of 40 to 50 years on buildings before recapitalization, and from 10 to 15 years on much equipment. Operating expenses have a single fiscal year. These differences require separate methods of cash flow to meet current needs of pupils.

Capital Facilities

This study has focused solely on the task of finding a principle on which to develop methods and procedures for provision of capital facilities to special programs. The result is based on the judgment of the leaders interviewed in this study.

The general problem, stated very briefly, is as follows: Most children in special programs are instructed in the district of residence, and the

school of their neighborhood. Those relatively few in number with severe handicaps are transported to centers where instructional groups of appropriate size and educational advantage to the children can be organized. Most of these centers are located as an integral part of a school in a member district. The most extremely handicapped children may need a special facility attached to a regular school, or in some cases a total school unit. This range of distribution is based on the operational principle of meeting the needs of every individual in a manner which keeps the child in fullest possible participation in the school society.

Thus, the first principle of capital facilities for special programs is that these needs must be conceived as integral parts of all facilities for the total educational environment. It follows, therefore, that an adequate provision for special needs must be part of the context of a rational total system.

The second principle is that facilities should follow pupils. The net flow of students among centers from year to year is sufficiently stable in numbers to estimate facility needs for planning and operation. Methods of financing special facilities should provide for a direct flow of state funds to centers of instructional need rather than indirectly through districts of pupil residence.

There are two basic methods for determination of funding needs in each center. One is the budgeting process for each center as a unit, with amounts and availability of funds to be approved in the state education office. Approval of allocations would require a continuous inventory of state-wide needs and a system of priorities to disburse legislative appropriations. This method could include provisions for supplements by local districts.

The other basic method is funding by formula, such as an amount per pupil or amount per instructional unit. This method is feasible for funding of facilities in large units such as total schools where the variations in the aggregate for schools of equivalent size are not great among districts. This method does not appear to be appropriate to accommodate the great variety of facility needs for special programs within regions.

Current Operating Expenses

The expenses treated here are direct instructional costs of teachers, supportive staff, and auxiliary services. Those costs defined as general public services are omitted: transportation, food service, and community services (health, 24-hour day subsistence).

The operating expenses for programs in special education are as highly diffused throughout the region as are the instructional centers. The present system centralizes the expenses of specially certified personnel and services in a designated administrative district. There are other expenses of regular teachers, some regular supportive staff and auxiliary services that are not included in the present fiscal system. It is not necessary that all contributary costs should be extracted from every district and managed through the regional system. For example, the principal of a school devotes a pro rata portion of time to classes with exceptional children as supportive administrative cost. It is important to have this cost, and other similar ones, included in the accounting system but not necessarily in the cash flow system.

These special programs draw heavily upon the "regular" staff and resources of local districts in addition to "special" staff and resources

provided through categorical state and federal funds. In the preceding study,[2] the writer presented a cost analysis of all instructional expenses by programs. About 45 percent of teaching time in all special programs is by regular teachers. Also a large portion of supportive costs is from "regular" staff and services. Therefore it is important to include the components of instructional costs of "special" and "regular" staff members to obtain the total cost of these programs.

Table 1 shows the distribution of academic supportive staff costs as percentages of the average teacher's salary. The resource categories are listed from the most expensive in Number I to the least expensive in Number V. The vocational programs are listed by major fields.

This table shows that the regular elementary school programs have an added expense of 27.8 percent of the teacher's salary for academic supportive staff. The programs in special education vary from 20.0 to 54.9 percent of the teacher's salary spent additionally on these supportive staff members.

A summary of the major components is shown in Table 2, with the addition of auxiliary supportive costs. Regular programs in the elementary schools have an average of 68.5 percent of the teachers' salaries added for all supportive services. The total dollar amount for each instructional unit (class) is $19,157. This figure is only slightly less than the average of $20,374 for all special education programs.

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[2] William P. McLure, Robert A. Burnham and Robert A. Henderson. Special Education: Needs, Costs, Methods of Financing, May 1975 (Bureau of Educational Research, College of Education, University of Illinois, Urbana, Ill. 61801).

Table 1
Percent of Teachers' Salaries Added for Academic Supportive Staff
1973-74 (21 School Districts, K-12 Grades)

Program	Resource Category	Avg. Salary of Teachers	Academic Supportive Staff: Adm. & Supv.	Coun-selors	Psy. & Soc. Workers	Librar-ians	Aides	Others	Total
Elementary School									
Special Education (Total)		$ 11,825	12.8 %	2.5 %	5.0 %	1.8 %	5.2 %	2.3 %	29.6 %
	I	11,630	15.7	1.5	10.6	1.6	12.2	5.9	47.5
	II	11,613	18.5	2.5	14.0	1.6	14.6	3.7	54.9
	III	11,631	15.6	4.5	9.2	1.8	5.2	3.9	40.2
	IV	11,643	14.7	2.5	4.6	1.6	5.7	1.4	30.5
	V	12,015	10.0	1.7	1.7	1.9	3.3	1.4	20.0
Kindergarten		11,923	11.2	1.5	1.7	1.7	1.8	7.2	25.1
Regular Programs		11,844	12.0	1.5	1.2	2.0	1.3	9.8	27.8
Total-Elementary Schools		11,843	12.2	1.8	2.3	1.9	2.4	7.5	28.1
High School									
Special Education (Total)		11,964	10.7	8.5	4.4	1.3	2.2	1.9	29.0
	I	12,473	14.0	12.6	7.1	1.9	1.7	2.3	39.6
	II	11,486	23.1	6.6	6.9	1.9	21.3	0.8	59.8
	III	11,696	15.6	11.4	6.4	1.1	3.4	6.1	44.0
	IV	12,015	10.0	8.3	4.6	1.4	1.4	0.9	26.6
	V	11,968	7.6	6.1	2.3	1.1	1.9	0.6	19.6
Vocational Education (Total)		12,180	12.6	7.7	0.8	2.1	0.5	1.6	25.3
Agriculture		12,365	10.1	7.4	0.5	2.0	0.7	0.9	21.6
Home Economics		12,145	13.7	8.1	0.5	2.1	0.3	0.9	25.6
Trade & Industrial		12,106	12.1	7.4	0.7	2.1	0.6	1.5	24.4
Business & Distributive		12,141	12.4	7.5	0.7	2.1	0.4	2.4	25.5
Health Occupations		12,386	12.9	12.3	3.2	2.8	0.8	0.4	32.4
Others		12,921	15.1	7.1	1.5	1.3	0.1	1.5	26.6
Regular Programs		12,325	9.0	6.6	0.8	1.9	0.6	7.3	26.2
Total-High Schools		12,267	9.8	6.9	1.1	1.9	0.7	5.8	26.2
Grand Total (K-12)		11,962	11.5	3.3	2.0	1.9	2.0	7.0	27.7

Summary Table 2
Cost of Supportive Services Added to Teachers' Salaries
- Percent of Teachers' Salaries -
1973-74 (21 School Districts, K-12 Grades)

Program	Resource Category	Average Salary of Teachers	Supportive Services: Academic Supportive Staff	Supportive Services: Auxiliary Expenses	Supportive Services: Total	Total Cost Instructional Unit
Elementary School						
Special Education (Total)		$11,825	29.6%	42.7%	73.3%	$20,374
	I	11,630	47.5	41.5	89.0	21,981
	II	11,613	54.9	38.7	93.6	22,483
	III	11,631	40.2	37.8	78.0	20,703
	IV	11,643	30.5	46.5	77.0	20,608
	V	12,015	20.0	44.3	64.3	19,741
Kindergarten		11,923	25.1	41.1	66.2	19,816
Regular Program		11,844	27.8	40.7	68.5	19,957
Total-Elementary Schools		11,843	28.1	41.3	69.4	20,062
High School						
Special Education (Total)		11,964	29.0	45.0	74.0	20,817
	I	12,473	39.6	46.0	85.6	23,150
	II	11,486	59.8	63.0	122.8	25,591
	III	11,696	44.0	32.5	76.5	20,643
	IV	12,015	26.6	44.0	70.6	20,498
	V	11,968	19.6	53.0	72.6	20,657
Vocational Education (Total)		12,180	25.3	43.7	69.0	20,584
Agriculture		12,365	21.6	38.9	60.5	19,846
Home Economics		12,145	25.6	41.3	66.9	20,270
Trade & Industrial		12,106	24.4	43.8	68.2	20,362
Business & Distributive		12,141	25.5	42.9	68.4	20,445
Health Occupations		12,386	32.4	46.7	79.1	22,183
Others		12,921	26.6	55.8	82.4	23,568
Regular Programs		12,305	26.2	43.7	69.9	20,940
Total-High Schools		12,267	26.2	43.8	70.0	20,854
Grand Total (K-12)		11,962	27.7	42.0	69.7	20,300

Supportive services added to teachers' salaries are: (1) Salaries of academic supportive staff, (2) Auxiliary staff plus miscellaneous operating expenses (Include: 1. General Control and Security; 2. Instructional Supplies, Clerical, Other; 3. Operating and Maintenance of Plant; 4. Other Auxiliary Services, including Health; and 5. Fixed Charges, Social Security and Retirement. Excluded are: 1. Transportation; 2. Food Services; and 3. Community Services.)

In the high schools the differences between resources per instructional class of regular and special programs, special education and vocational, are less in the aggregate than in the elementary schools. There are significant variations among some specific programs.

These data show that the educational system consists of far more than a teacher and a class of pupils. The resources behind the teacher range from 60.5 to 122.8 percent of the teacher's salary. These data do not show the relative sizes of instructional groups, which would reveal the differential pupil costs. The data showing differences in pupil costs are shown in the previous report (footnote, page 34).

One other set of data on inter-district transfers of pupils in special education will indicate the extent to which most pupils are taught in their district of residence. Table 3 shows the number of transfers into eleven districts. The percentages of transfers are greater, generally, among pupils in the higher cost categories than in the lower ones. The overall numbers are relatively small. In the most sparse areas of the state the proportions of transfers are higher than those in these districts shown in Table 3.

These data suggest that a relatively small proportion of the total cost of special education has to follow pupils from the district of residence to the district where the instructional center is located. Most of the teaching, practically all of the auxiliary services, and much of the academic supportive services are performed by persons located in the instructional center. However a considerable portion of the academic supportive staff provides a specialized service on an itinerant basis to the total region.

Table 3

Inter-District Transfers of Pupils in Special Education

1973-74

District	Resource Category*	Elementary School			High School		
		Gross Enrollment	Transfers From Other Dist.		Gross Enrollment	Transfers From Other Dist.	
			Number	% of Gross		Number	% of Gross
1. Champaign	I	8	3	37.5%	6	2	33.3%
	II	61	42	68.9	-	-	-
	III	1,126	55	4.9	47	-	-
	IV	495	-	-	53	9	17.0
	V	-	-	-	183	-	-
	Total	1,690	100	5.9	289	11	3.8
2. Edwardsville	I	10	3	30.0	4	-	-
	II	20	3	15.0	-	-	-
	III	18	-	-	9	-	-
	IV	-	-	-	25	6	24.0
	V	714	-	-	33	-	-
	Total	762	6	0.8	71	6	8.5
3. Galesburg	I	6	3	50.0	-	-	-
	II	22	2	9.1	-	-	-
	III	300	93	31.0	40	16	40.0
	IV	40	14	35.0	-	-	-
	V	895	-	-	-	-	-
	Total	1,263	112	8.9	40	16	40.0
4. Harrisburg	I	-	-	-	-	-	-
	II	-	-	-	-	-	-
	III	153	3	2.0	-	-	-
	IV	39	-	-	67	-	-
	V	-	-	-	-	-	-
	Total	192	3	1.6	67	-	-

Table 3 cont.

District	Resource Category	Elementary School Gross Enrollment	Elementary School Transfers From Other Dist. Number	Elementary School Transfers From Other Dist. % of Gross	High School Gross Enrollment	High School Transfers From Other Dist. Number	High School Transfers From Other Dist. % of Gross
5. Moline	I	-	-	-	-	-	-
	II	56	35	62.5%	-	-	-
	III	145	-	-	-	-	-
	IV	161	-	-	-	-	-
	V	935	-	-	17	-	-
	Total	1,297	35	2.7	17	-	-
6. Mt. Vernon	I	-	-	-	-	-	-
	II	7	-	-	-	-	-
	III	40	27	67.5	-	-	-
	IV	247	18	7.3	52	12	23.1%
	V	134	-	-	612	10	1.6
	Total	428	45	10.5	664	22	3.3
7. Peoria	I	133	36	27.1	5	3	60.0
	II	240	21	8.8	-	-	-
	III	652	-	-	177	9	5.1
	IV	-	-	-	45	-	-
	V	253	-	-	-	-	-
	Total	1,278	57	4.5	227	12	5.3
8. Robinson	I	4	1	25.0	-	-	-
	II	13	3	23.1	-	-	-
	III	-	-	-	-	-	-
	IV	156	-	-	289	14	4.8
	V	83	-	-	-	-	-
	Total	256	4	1.6	289	14	4.8

Table 3 cont.

District	Resource Category	Elementary School Gross Enrollment	Elementary School Transfers From Other Dist. Number	Elementary School Transfers From Other Dist. % of Gross	High School Gross Enrollment	High School Transfers From Other Dist. Number	High School Transfers From Other Dist. % of Gross
9. Rockford	I	108	24	22.2%	26	-	-
	II	147	4	2.7	12	11	91.7%
	III	106	8	7.6	-	-	-
	IV	635	-	-	267	-	-
	V	8,153	-	-	261	-	-
	Total	9,149	36	0.4	566	11	1.9
10. Rock Island	I	11	8	72.7	-	-	-
	II	-	-	-	-	-	-
	III	163	7	4.3	33	-	-
	IV	344	44	12.8	107	-	-
	V	566	-	-	16	-	-
	Total	1,084	59	5.4	156	-	-
11. Vandalia	I	3	-	-	-	-	-
	II	-	-	-	-	-	-
	III	36	12	33.3	-	-	-
	IV	131	19	14.5	-	-	-
	V	70	-	-	18	-	-
	Total	240	31	12.9	18	-	-
GRAND TOTAL	I	283	78	27.6	41	5	12.2
	II	566	110	19.4	12	11	91.7
	III	2,739	205	7.5	306	25	8.2
	IV	2,248	95	4.2	905	41	4.5
	V	11,803	-	-	1,140	10	0.9
	Total	17,639	488	2.8	2,404	92	3.8

* These categories correspond roughly to degree of educational handicaps from I = highest, to V = lowest.

Some problems arise in providing the highly specialized supportive services. One of the problems among many joint agreements is that financial procedures have not been established to provide stability for the central office staff. Some of the larger regionals have gone a long way toward developing comprehensive central office staffs. In others the size of school population served by the regional unit is too small to provide economically the necessary breadth of talent that is needed by teachers. Another one is the variation in the size and nature of instructional centers. Some regions lack adequate resources to provide a full complement of all necessary specialists.

The views of teachers, as solicited in this study, reveal some unique problems with implications for organization and finance. One of these is an under supply of supportive services. Some teachers do not have access to some specialists as frequently as needed for particular services that are critical to them. Shared teaching places special demands on the time and energy of teachers. There is little relief during the day from intensive attention to pupils under their care to discuss their work with collaborating teachers. The end of the day is hardly adequate to plan for the next day, and to provide an adequate exchange of information and work with all colleagues in the respective programs. Thus the daily schedules of activities may need the interspersing of time components for more exchange, reflection, evaluation and planning among larger groups in the region. Inservice education is part of this total year-long schedule.

The interval between one school year and the next is a very crucial period for most special programs. Most teachers express the need for an annual workshop of about two weeks during the summer interval. This

workshop would be a part of the year's work with reimbursement at regular salary. The purpose would consist of the following: (1) to review evaluations of the preceding year, (2) to plan the next year's work of shared teaching and assignment of pupils, (3) to extend their study of pupils with special needs, and (4) to broaden their contacts with colleagues in the region.

These problems are less acute in the large regions which have reasonably adequate financial support. This is strong evidence to support the proposition of some 25 to 30 unified type regional units to provide a well-balanced variety of special talents through the central office of these units.

The larger, better financed, regions may lead the way--as more favorable economic conditions return--to discover the standards of numerical adequacy in staffing. In the preceding study,[3] the average staffing practice among a sample of districts is worth noting. Table 4 shows the distribution of academic staff in fractional equivalents of full time persons for each ten teachers. These data represent average, not what is considered adequate, staffing practice.

There is a serious problem in the fiscal management of regional programs. The administrative districts which have been assigned this responsibility are handicapped for lack of a state-wide program accounting system. The technology of accounting has not kept pace with the development of special instructional programs. Consequently the staffs of these districts are overloaded. An inordinate amount of time is spent keeping

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[3] Ibid.

Table 4
Distribution of Academic Supportive Staff
(21 School Districts) 1973-74

Program	Resource Category	No. of Teachers (FTE)	Number of Supportive Staff (FTE) per 10 Teachers						
			Adm. & Supv.	Coun-selors	Psy. & Soc. Workers	Librar-ians	Teacher Aides	Others	Total
Elementary School									
Special Education (Total)		1,890.1	0.75	0.21	0.44	0.18	1.56	0.39	3.53
	I	86.6	0.91	0.13	0.88	0.15	3.84	0.64	6.55
	II	109.2	1.10	0.21	1.36	0.16	4.33	0.45	7.61
	III	444.8	0.91	0.38	0.84	0.17	1.42	0.40	4.12
	IV	300.0	0.89	0.22	0.32	0.15	2.08	0.24	3.90
	V	949.5	0.58	0.15	0.14	0.19	0.94	0.39	2.39
Kindergarten		379.8	0.65	0.13	0.11	0.16	0.68	0.18	1.91
Regular Programs		4,234.0	0.72	0.14	0.10	0.19	0.53	0.16	1.84
Total-Elementary Schools		6,503.9	0.73	0.16	0.20	0.19	0.84	0.22	2.34
High School									
Special Education (Total)		230.9	0.65	0.71	0.39	0.12	0.81	0.23	2.91
	I	15.4	0.88	1.07	0.61	0.19	0.75	0.28	3.78
	II	3.1	1.36	0.61	0.55	0.19	6.61	0.13	9.45
	III	43.3	0.90	0.89	0.73	0.10	1.16	0.59	4.37
	IV	99.6	0.61	0.71	0.36	0.13	0.59	0.15	2.55
	V	69.5	0.46	0.51	0.16	0.11	0.67	0.10	2.01
Vocational Education (Total)		452.0	0.78	0.64	0.05	0.19	0.19	0.21	2.06
Agriculture		15.4	0.64	0.69	0.05	0.20	0.33	0.18	2.09
Home Economics		66.1	0.88	0.67	0.04	0.19	0.13	0.13	2.04
Trade & Industrial		187.2	0.76	0.62	0.04	0.19	0.24	0.20	2.05
Business & Distributive		143.9	0.78	0.64	0.05	0.20	0.15	0.28	2.10
Health Occupations		18.8	0.59	0.66	0.11	0.15	0.27	0.09	1.87
Others		20.6	0.99	0.68	0.13	0.13	0.04	0.14	2.11
Regular Programs		1,853.4	0.58	0.64	0.07	0.20	0.28	0.11	1.88
Total-High Schools		2,536.3	0.62	0.65	0.10	0.19	0.31	0.14	2.01
Grand Total (K-12)		9.040.2	0.70	0.30	0.17	0.19	0.69	0.20	2.25

track of federal, state, and local funds. Much effort is devoted to invention of methods of analysis of data when the basic problem is an inadequate information system.

Local and regional administrators are aware of this problem. Among the services in need of development, a regional program of information analysis --fiscal, pupil, resource accounting--has high priority. This is mentioned earlier as one of the unique services to include in a unified, comprehensive type of regional (intermediate) system.

The source of solution to these problems lies in modification of state policies for finance and administrative organization. In the report of the preceding study,[4] the writer proposed a method of program cost accounting to establish the cost differentials among all programs receiving special state and federal funds. There was a recommendation that the state fund the extra costs, less applicable federal supplements, of all special programs, including special education, vocational education, and others that might be designated.

The following section presents a draft form of new legislation to implement the recommendation of full state funding of extra costs of special programs.

Elements of New Legislation to Implement Full State Funding of Extra Costs of Special Programs

Purpose

A bill would be drafted in appropriate form, including the following: definitions of programs to be covered by the Act; method of allocating funds

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[4] Ibid.

for current operating expenses of instruction for the designated programs, and the minimum requirements of an information system on pupil accounting, cost accounting, and reporting.

The objectives to be accomplished by these provisions are: (1) to make available programs and services to every pupil in the public schools of Illinois appropriate to his (her) needs, which are comparable to those available to any other pupil with similar needs, (2) to provide a system of common basic information among school districts to facilitate a more thorough analysis of instructional methods, organization of programs, and other means of achieving the goals of the various programs, and (3) to provide a more thorough analysis of the financial support of public education.

Definitions

1. Program: A program is defined as an operational entity of activities consisting of instruction, supportive services, and facilities, and any combination of these, based on the best available knowledge to meet the needs of all pupils.

   Programs are classified into three broad categories: (1) Instructional: teaching, supportive services of administrators, counselors, therapists, etc. and auxiliary services of clerks, custodians, operation of buildings, and miscellaneous expenses, (2) Public services: transportation, food, health, rehabilitation, subsistence, and (3) Facilities: buildings, grounds, and capital equipment.

   Instructional programs are classified into two broad groups: (1) Special--including "Special Education" and others such as bilingual, compensatory, gifted, and vocational education; (2) Basic

or Regular--including all other areas of instruction and services not designated as special programs.

The State Board of Education should have responsibility for defining and approving a program which would be included in this proposed Act.

2. Full-Time-Equivalent Student: A full-time-equivalent (FTE) student in each approved program is defined in terms of full-time students and part-time students as follows:

   (1) A full-time student is one student on the active membership roll of a given program or combination of programs, subject to attendance five days a week with the minimum number of hours as required per day for the given grade level and the standard number of days in the school year as prescribed by law.

   (2) A part-time student is an active member of a school program or combination of programs who attends regularly less than the full day.

   (3) A full-time-equivalent student is a full-time student, or a combination of part-time students which is equivalent to a full-time student in a special program or a combination of programs. Full-time equivalency in a combination of programs as defined in this Act shall be the sum of fractions of a full-time equivalent membership in each program equal to the number of hours per week for which the pupil is a member, divided by the standard number of hours of the school day for the given grade level.

(4) Active membership is defined as a pupil regularly attending, except for illness or other extenuating circumstances, until he (she) withdraws.

3. Instructional Resource Unit: An instructional resource unit is defined as the aggregate of all teaching and supportive services that are directly associated with instructional groups. The instructional unit is defined as the range in number of pupils appropriate for teaching pupils who are diagnosed as having particular personal and educational needs within a given program.

Current Operating Expenditures
for Instructional Programs

The following procedure should be used in computing the annual (fiscal year) allocation of state and federal funds to each public school district for current operating expenses of instructional programs as heretofore defined:

1. Determination of full-time equivalent pupil membership (FTE). For each special and vocational education program approved by the State Board of Education, the local school district shall aggregate the FTE pupil membership in the first full month of the school year as the basis for computing pupil units, instructional units, and resource units. The basis for computing weighted FTE pupil units in the Basic or Regular program should be changed from Average Daily Attendance (ADA) to Average Daily Membership (ADM) in the Resource Equalizer formula.
2. Cost factors are applied to aggregate full-time equivalent pupil

membership in each approved program to determine the respective numbers of weighted FTE pupil units, as follows:

(1) Basic (Regular) Programs

	Cost Factor* Per Weighted FTE Pupil
a. Pre-First Grade	1.30 (or .65 for half-day program)
b. Grades 1 through 8	1.00
c. Grades 9 through 12	1.25

(2) Special Programs Approved by the State Board of Education

Resource Category	Number FTE Pupils Per FTE Teacher	Ave. FTE Pupil Allowance Per Instructional Unit	Cost Factor* Per Weighted FTE Pupil
V	under 4	3	Budget Approval
V	4.0 - 5.9	5	5.50
IV	6.0 - 7.9	7	4.10
III	8.0 - 11.9	10	2.80
II	12.0 - 15.9	14	1.90
I	16.0 - 19.9	18	1.45

(3) Vocational Programs Approved by the State Board of Education

Resource Category	Number FTE Pupils Per FTE Teacher	Ave. FTE Pupil Allowance Per Instructional Unit	Cost Factor* Per Weighted FTE Pupil
IV	4.0 - 7.9	6	4.69
III	8.0 - 11.9	10	2.81
II	12.0 - 15.9	14	2.19
I	16.0 - 20.0	18	1.56

*Cost Factors are related to base of 1.00 for grades 1-8.

3. Computation of State Aid

(1) General Aid: Resource Equalizer: Compute the total number of pupil units in WADM (weighted average daily membership) as follows:

	ADM (FTE)
a. Pre-first grade (half-day)	0.65
b. Grades 1-8	1.00
c. Grades 9-12	1.25

For this purpose apply these weightings to all FTE pupils in the district regardless of classification by program.

(2) Special Programs

a. Compute the total number of weighted pupil units in each Resource Category and sum the results for all categories as follows: multiply the number of FTE pupils allowed for each instructional unit times the cost factor of the respective Resource Category. The result will be in FTE pupils weighted to the value of 1.00 for basic programs in grades 1-8 for special programs in elementary and high school alike.

b. Compute the number of extra weighted FTE pupil units for each Resource Category as follows: subtract the number of FTE pupils (1.00 for each FTE in grades 1-8 and 1.25 for each FTE in grades 9-12) from the number of weighted FTE pupil units computed in the preceding Section a. The results summed for all Resource Categories, will be in FTE pupils weighted to the base 1.00 in grades 1-8, and 1.25 when compared to the basic program in high school.

c. State aid will be allocated to special programs in two components: (a) general aid through the Resource Equalizer equivalent to each pupil in the basic or regular programs, and (b) special aid as the extra cost essential to the respective special program.

The amount of special state aid for extra costs would be computed as follows for each district for resident pupils.

Districts with K-12 grades:	For programs in elementary and high school multiply the number of extra weighted FTE pupil units times the average expenditure per basic FTE pupil unit in grades 1-8, or $1260 whichever is larger.
Districts with only grades 9-12	Divide the number of extra weighted FTE pupil units, computed to the base 1.0 in grades 1-8 by 1.25 and multiply the result by the average expenditure per basic FTE pupil in grades 9-12, or $1575 whichever is larger.

The amount of special state aid computed in this procedure would be reduced by such amounts of special federal funds as might be applicable to the respective programs as extra costs above the average basic programs.

(3) Vocational Education Programs

a. Compute the number of weighted pupil units in each Resource Category and sum the results for all categories as follows: Multiply the number of FTE pupils allowed for each instructional unit times the cost factor of the respective Resource Category. The result will be in FTE pupils weighted to the base value of 1.00 for grades 1-8.

b. Compute the number of extra weighted FTE pupil units for each Resource Category as follows: subtract the number of FTE pupils (1.00 for each FTE in grades 1-8, and 1.25 for each FTE in grades 9-12) from the number of weighted FTE pupil units computed in the preceding Section a. The

results, summed for all Resource categories, will be in the FTE pupils weighted to the base of 1.00 in grades 1-8, and to the base of 1.25 when compared to the basic programs in high school.

c. State aid will be allocated for pupils in vocational education programs approved by the State Board of Education in two components: (a) general aid through the Resource Equalizer equivalent to each pupil in the basic or regular programs, and (b) special aid as the extra cost essential to the respective vocational program.

The amount of special vocational state aid would be computed as follows for each district for resident pupils:

Districts with K-12 grades:	For programs in elementary and high schools, multiply the number of extra weighted FTE pupil units times the average expenditure per basic FTE pupil unit in grades 1-8, or $1260 whichever is larger.
Districts with only grades 9-12:	Divide the number of extra weighted FTE pupil units, as computed to the base 1.0 in grades 1-8 in Section (3) b, by 1.25 and multiply the result by the average expenditure per basic FTE pupil in grades 9-12, or $1575 whichever is larger.

The amount of special vocational state aid computed in this procedure would be reduced by such amounts of special federal funds as might be applicable to the respective programs, provided that the amount to be allocated would not be less than the minimum required to match the federal funds.

Special attention is called to the provisions in the computation of state aid, 3(2C) and 3(3C), to base the extra costs of special programs on $1,260 per basic elementary pupil in grades 1-8 or $1,575 per basic high school pupil, respectively or on the average cost per pupil in the region if higher than these figures. This provision is based on the assumption that the Resource Equalizer should be computed at $1,260 per basic elementary pupil (and $1,575 per basic high school pupil) and not the gross pupil count as at present.

If the extra costs of special programs are based on the average basic cost, which in most instances would be less than $1,260, the result would penalize those districts making the full effort to qualify at $1,260. Since the state has mandated special programs, the standard foundation level ($1,260 per ADM) would be a logical base for computation of special aids. Furthermore, this provision would not lessen appreciably the pressure on districts to increase local effort to participate fully in the Resource Equalizer formula when applied to the basic (regular) program count of pupils. In regions where the average expenditure per pupil in the basic programs in grades 1-8 is above the foundation level ($1,260), the larger figure would maintain a relative position of special programs vis-a-vis the basic programs.

CHAPTER III

INFORMATION FOR COST AND PROGRAM EVALUATION

This chapter presents a format of information to implement a system of program cost analysis which would serve two purposes: (1) to provide basic data for local districts to analyze and evaluate their programs and the costs thereof, and (2) to serve as basic information for modification of the state aid formula to finance the extra costs of special instructional programs.

The information shown in this chapter is a revised form of presently collected data, with only limited additional amount in quantity. The organization is as follows:

Section I - Summary of Pupil Distribution by Programs

Section II - Distribution of Academic Staff Members in Full-Time Equivalents in Respective Programs shown in Section I.

Section III - Current Operating Instructional Expenses: Salaries of Academic Staff Prorated to Respective Programs as Shown in Section I.

Section IV - Distribution of All Instructional Expenses.

Section V - Form for Computing Costs of each Approved Special and Vocational Program.

Section VI - Detailed Distribution of Pupil Enrollment by Program. (Showing proportion of time spent in one or more programs.)

Section VII - General Summary of all Current Operating Expenses.

The first five sections of this chapter were used in the 1975 report of this study for collecting and analyzing costs. These sections provide a design of information for program cost accounting and reporting regularly on an annual basis.

When these data are extended to show the distribution of pupils among programs on a time basis, as illustrated in Section VI, the school district can report the flow of students from year to year. For example, as the handicaps of children are remediated during a given year they will appear in the succeeding year in lower categories of resource cost. The distribution of pupils according to participation in vocational and regular programs will be shown. Thus, the school district will have an information system to record the progress of children systematically among programs.

Format of Basic Information

		Page
Section	I - Pupils--Programs.	56-59
Section	II - Staff Distributions	60-63
Section	III - Salaries of Academic Staff.	64-67
Section	IV - Summary of All Instructional Expenses . .	68-71
Section	V - Program Computation Form.	72-73
Section	VI - Pupil Distribution Among Programs	74-77
Section	VII - General Summary of All Current Operating Expenses.	78

Section I

Summary: Pupil Distribution by Programs

Item (1)	Pre-First Grade (2)			Elementary 1 to 8 (3)		
1.00 Days Regular School Year (Exclude Summer School).						
2.00 Length Full-Day in School (Hrs. & Min.) . .						
	ADM	% TIME***	FTE	ADM	% TIME	FTE
3.00 Gross Total Pupils: ADM*, and FTE**.						
4.00 Pre-Kindergarten: Total Basic (Regular).						
5.00 Kindergarten: Total Basic (Regular).						
6.00 Special Education & Related Programs: Total						
6.01 Pre-School						
6.02 Multiply Handicapped .						
6.03 Physically Handicapped						
6.04 Deaf						
6.05 Hearing Impaired . . .						
6.06 Blind.						
6.07 Partially Seeing . . .						
6.08 Language Development .						
6.09 Brain Injured.						
6.10 Home and Hospital. . .						
6.11 Residential.						
6.12 Social Adjust. School.						
6.13 Emotionally Disturbed.						
6.14 Family Maladjusted . .						
6.15 EMH.						
6.16 TMH.						
6.17 Educationally Handicapped . . .						
6.18 Learning Disability. .						

* Total Number of Persons in Average Daily Membership in Full-Day Programs.
** Full-Time Equivalents. (1 ADM = .65 FTE in Half-Day Pre-K and Kindergarten; 1 ADM = 1 FTE in Full-Day Attendance.
*** % Time = Average Percent of Full-Day in School spent in designated program.

Section 1 cont.

Item No. cont.	High School 9 to 12 (5)			Grand Totals (6)		
1.00						
2.00						
	ADM	% TIME	FTE	ADM	% TIME	FTE
3.00						
4.00						
5.00						
6.00						
6.01						
6.02						
6.03						
6.04						
6.05						
6.06						
6.07						
6.08						
6.09						
6.10						
6.11						
6.12						
6.13						
6.14						
6.15						
6.16						
6.17						
6.18						

Section I cont.

Item (1)	Pre-First Grade (2)			Elementary 1 to 8 (3)		
	ADM	% TIME	FTE	ADM	% TIME	FTE
6.19 Speech Correction. . .						
6.20 Compensatory (Title I)						
6.21 Bilingual.						
6.22 Gifted						
6.23 _____. . .						
6.24 _____. . .						
6.25 _____. . .						
.						
.						
7.00 Vocational-Technical Education Programs Total:						
7.10 Agriculture Sub-total:.						
7.11 _____						
7.12 _____						
7.20 Home Economics Sub-total:						
7.21 _____						
7.22 _____						
7.30 Trade and Industrial Sub-total:						
7.31 _____						
7.32 _____						
7.40 Business and Distributive Sub-total:.						
7.41 _____						
7.42 _____						
7.50 Health Occupations Sub-total:						
7.51 _____						
7.52 _____						
7.60 _____ Sub-total:						
7.61 _____						
7.62 _____						
8.00 Total Number FTE Pupils in Basic (Regular) Day School Programs: Gross FTE in Item 3.00 minus FTE in Special and Vocational Programs 6.00 and 7.00						

Section I cont.

Item No. cont.	High School 9 to 12 (5)			Grand Totals (6)		
	ADM	% TIME	FTE	ADM	% TIME	FTE
6.19						
6.20						
6.21						
6.22						
6.23						
6.24						
6.25						
.						
.						
7.00						
7.10						
7.11						
7.12						
7.20						
7.21						
7.22						
7.30						
7.31						
7.32						
7.40						
7.41						
7.42						
7.50						
7.51						
7.52						
7.60						
7.61						
7.62						
8.00						

Section II Number (FTE)* Academic Staff

Grade Level____Code____
(Prepare duplicate copies as needed for designated grade levels)

Item No. (1)	Program (For Target Groups of Pupils in Section I) (2)	Teachers FTE Regular Teachers (3)	FTE Special Teachers (4)	FTE Total Teachers (5)	Ratio Pupil/FTE Teachers (6)
3.00	Gross Total Academic Staff (FTE)				
4.00	Pre-Kindergarten (Basic). .				
5.00	Kindergarten (Basic). . . .				
6.00	Special Education & Related Programs - Total: . . .				
6.01	Pre-School.				
6.02	Multiply Handicapped. . . .				
6.03	Physically Handicapped. . .				
6.04	Deaf.				
6.05	Hearing Impaired.				
6.06	Blind				
6.07	Partially Seeing.				
6.08	Language Development. . . .				
6.09	Brain Injured				
6.10	Home and Hospital				
6.11	Residential				
6.12	Social Adjust. School . . .				
6.13	Emotionally Disturbed . . .				
6.14	Family Maladjusted.				
6.15	EMH				
6.16	TMH				
6.17	Educationally Handicapped .				
6.18	Learning Disability				
6.19	Speech Correction				
6.20	Compensatory (Title I). . .				
6.21	Bilingual				
6.22	Gifted.				

*1 FTE = 1 person working full time, or combinations of fractions of full time in different programs, estimated to 0.1 of full work load.

Section II cont.

Item No. cont.	Non-teaching, Academic Supportive Staff (FTE)							Grand Total Academic Staff FTE (14)
	Adm. & Supv. (7)	Coun-selors (8)	Psy. & Soc. Workers (9)	Librar-ians (10)	Teacher Aides (11)	Other (12)	Total Non-Teach. Staff (13)	
3.00								
4.00								
5.00								
6.00								
6.01								
6.02								
6.03								
6.04								
6.05								
6.06								
6.07								
6.08								
6.09								
6.10								
6.11								
6.12								
6.13								
6.14								
6.15								
6.16								
6.17								
6.18								
6.19								
6.20								
6.21								
6.22								

Section II cont.

Item No. (1)	Program (For Target Groups of Pupils in Section I) (2)	Teachers FTE Regular Teachers (3)	FTE Special Teachers (4)	FTE Total Teachers (5)	Ratio Pupil/FTE Teachers (6)
6.23	_____				
6.24	_____				
6.25	_____				
.					
.					
.					
7.00	Vocational-Technical Education Programs Total: . . .				
7.10	Agriculture Sub-total: . .				
7.11	_____				
7.12	_____				
7.20	Home Economics Sub-total:.				
7.21	_____				
7.22	_____				
7.30	Trade and Industrial Sub-total:				
7.31	_____.				
7.32	_____.				
7.40	Business and Distributive Sub-total:				
7.41	_____.				
7.42	_____.				
7.50	Health Occupations Sub-total:				
7.51	_____.				
7.52	_____.				
7.60	_____Sub-total: .				
7.61	_____.				
7.62	_____.				
8.00	Basic Day School Programs - Grade Level _____ (Item 3.00 minus Items 4.00, 5.00, 6.00, and 7.00). . .				

Section II cont.

Item No. cont.	Non-teaching, Academic Supportive Staff (FTE)							Grand Total Academic Staff FTE (14)
	Adm. & Supv. (7)	Coun-selors (8)	Psy. & Soc. Workers (9)	Librar-ians (10)	Teacher Aides (11)	Other (12)	Total Non-Teach. Staff (13)	
6.23								
6.24								
6.25								
.								
.								
.								
7.00								
7.10								
7.11								
7.12								
7.20								
7.21								
7.22								
7.30								
7.31								
7.32								
7.40								
7.41								
7.42								
7.50								
7.51								
7.52								
7.60								
7.61								
7.62								
8.00								

Section III
Distribution of Current Operating Expenses
for Instruction
Salaries of Academic Staff
Reported in Section II -
Grade Level_____Code _____

(Prepare duplicate copies as needed for designated grade levels)

Item No. (1)	Salaries for Personnel Prorated in Section II (2)	Teachers	
		Regular Teachers (3)	Special Teachers (4)
3.00	Gross Total Academic Staff.		
4.00	Pre-Kindergarten.		
5.00	Kindergarten.		
6.00	Special Classes for Mentally & Physically Handicapped - Total:		
6.01	Pre-School.		
6.02	Multiply Handicapped.		
6.03	Physically Handicapped.		
6.04	Deaf.		
6.05	Hearing Impaired.		
6.06	Blind		
6.07	Partially Seeing.		
6.08	Language Development.		
6.09	Brain Injured		
6.10	Home and Hospital		
6.11	Residential		
6.12	Social Adjust. School		
6.13	Emotionally Disturbed		
6.14	Family Maladjusted.		
6.15	EMH		
6.16	TMH		
6.17	Educationally Handicapped		
6.18	Learning Disability		
6.19	Speech Correction		
6.20	Compensatory (Title I).		
6.21	Bilingual		

Section III cont.

Item No. (1)	Non-Teaching, Academic Supportive Staff: Adm. & Supv. (5)	Coun-selors (6)	Psy. & Soc. Workers (7)	Librar-ians (8)	Teacher Aides (9)	Other (10)	Total Non-Teach. Staff (11)	Grand Total Academic Staff (12)
3.00								
4.00								
5.00								
6.00								
6.01								
6.02								
6.03								
6.04								
6.05								
6.06								
6.07								
6.08								
6.09								
6.10								
6.11								
6.12								
6.13								
6.14								
6.15								
6.16								
6.17								
6.18								
6.19								
6.20								
6.21								

Section III cont.

Item No. (1)	Salaries for Personnel Prorated in Section II (2)	Teachers: Regular Teachers (3)	Teachers: Special Teachers (4)
6.22	Gifted.	_____	_____
6.23	_____	_____	_____
6.24	_____	_____	_____
6.25	_____	_____	_____
.			
.			
7.00	Vocational-Technical Education Programs Total:	_____	_____
7.10	Agriculture Sub-total:.	_____	_____
7.11	_____.	_____	_____
7.12	_____.	_____	_____
7.20	Home Economics Sub-total:	_____	_____
7.21	_____.	_____	_____
7.22	_____.	_____	_____
7.30	Trade and Industrial Sub-total:	_____	_____
7.31	_____.	_____	_____
7.32	_____.	_____	_____
7.40	Business and Distributive Sub-total:. . . .	_____	_____
7.41	_____.	_____	_____
7.42	_____.	_____	_____
7.50	Health Occupations Sub-total:	_____	_____
7.51	_____.	_____	_____
7.52	_____.	_____	_____
7.60	_____Sub-total:	_____	_____
7.6I	_____.	_____	_____
7.62	_____.	_____	_____
8.00	Basic Day School Programs - Grade Level_____, Total Net Salaries - (Item 3.00 minus items 4.00, 5.00, 6,00, and 7.00)	_____	_____

Section III cont.

Item No. (1)	Non-Teaching, Academic Supportive Staff: Adm. & Supv. (5)	Counselors (6)	Psy. & Soc. Workers (7)	Librarians (8)	Teacher Aides (9)	Other (10)	Total Non-Teach. Staff (11)	Grand Total Academic Staff (12)
6.22								
6.23								
6.24								
6.25								
7.00								
7.10								
7.11								
7.12								
7.20								
7.21								
7.22								
7.30								
7.31								
7.32								
7.40								
7.41								
7.42								
7.50								
7.51								
7.52								
7.60								
7.61								
7.62								
8.00								

Section IV
Distribution of All Instructional Expenses
Grade Level _____ Code _____

(Prepare duplicate copies as needed for designated grade levels)

Item (1)		Auxiliary: Control, Security, Clerical (2)	Auxiliary: Instructional Supplies (3)	Auxiliary: Op. & Maint. of Plant (4)	Auxiliary: Fixed Charges, Soc. Sec. Retirement (5)
3.00	Total Current Expenses other than salaries in Section III.				
4.00	Pre-Kindergarten (Basic). . .				
5.00	Kindergarten (Basic).				
6.00	Special Education & Related Programs - Total:				
6.01	Pre-School.				
6.02	Multiply Handicapped.				
6.03	Physically Handicapped. . . .				
6.04	Deaf.				
6.05	Hearing Impaired.				
6.06	Blind				
6.07	Partially Seeing.				
6.08	Language Development.				
6.09	Brain Injured				
6.10	Home and Hospital				
6.11	Residential				
6.12	Social Adjust. School				
6.13	Emotionally Disturbed				
6.14	Family Maladjusted.				
6.15	EMH				
6.16	TMH				
6.17	Educationally Handicapped . .				
6.18	Learning Disability				
6.19	Speech Correction				
6.20	Compensatory (Title I). . . .				

Note: Expenditures for Capital Outlay and related debt service; and transportation, food service, and other general (public) services are excluded.

Section IV cont.

Item No. (1)	Summary: Total Auxiliary Expenses (6)	Total Academic Salaries (7)	Total Current Expenses (8)	Total Pupils (FTE) (9)	Expenditure Per Pupil FTE (10)
3.00					
4.00					
5.00					
6.00					
6.01					
6.02					
6.03					
6.04					
6.05					
6.06					
6.07					
6.08					
6.09					
6.10					
6.11					
6.12					
6.13					
6.14					
6.15					
6.16					
6.17					
6.18					
6.19					
6.20					

Section IV cont.

	Item (1)	Auxiliary: Control, Security, Clerical (2)	Auxiliary: Instructional Supplies (3)	Auxiliary: Op. & Maint. of Plant (4)	Auxiliary: Fixed Charges, Soc. Sec. Retirement (5)
6.21	Bilingual.				
6.22	Gifted				
6.23	_____				
6.24	_____				
7.00	Vocational-Technical Education Programs Total:				
7.10	Agriculture Sub-total: . . .				
7.11	_____.				
7.12	_____.				
7.20	Home Economics Sub-total:. .				
7.21	_____.				
7.22	_____.				
7.30	Trade and Industrial Sub-total:				
7.31	_____.				
7.32	_____.				
7.40	Business and Distributive Sub-total:				
7.41	_____.				
7.42	_____.				
7.50	Health Occupations Sub-total:				
7.51	_____.				
7.52	_____Sub-total:. .				
7.60	_____.				
7.61	_____.				
7.62	_____.				
8.00	Basic Day School Programs - Grade Level_____. Total Net Auxilairy - (Item 3.00 minus items 4.00, 5.00, 6.00, and 7.00).				

Section IV cont.

Item No. (1)	Summary: Total Auxiliary Expenses (6)	Total Academic Salaries (7)	Total Current Expenses (8)	Total Pupils (FTE) (9)	Expenditure Per Pupil FTE (10)
6.21					
6.22					
6.23					
6.24					
7.00					
7.10					
7.11					
7.12					
7.20					
7.21					
7.22					
7.30					
7.31					
7.32					
7.40					
7.41					
7.42					
7.50					
7.51					
7.52					
7.60					
7.61					
7.62					
8.00					

Section V
Form for Computing
Costs of Each
Approved Special
and Vocational Program
(with an Illustration)

1. District _____ Year _____

2. Special Program (and Vocational Education)
   a. Title EMH
   b. Grade Level K-9

3. a. Number of Pupils Enrolled in Program (ADM) (use 1/2 ADM for half-day Kindergarten) 195
   b. Average fractional time of full-day spent in Program. .60

4. Number of FTE Pupils in Program (Item 3a times 3b average fractional time of full school day spent in Program.) 117

5. Number of FTE Pupils in Regular Program (Item 3a minus Item 4). Use number of pupils as a basis to determine the numbers of regular teachers in the program. Omit this item for vocational programs. 78

	Number (FTE)	Total Salaries (Based on District Average)
6. Special Teachers in Program (Including Vocational Education)	15.0	$183,825
7. Regular Teachers in Program (Assigned to number of pupils (FTE) in Item 5 at average pupil-teacher ratio of the regular program in the district.) Omit this item for vocational programs.	4.5	51,148
8. Total Teachers in the Program	19.5	238,973
9. Total Academic Supportive Staff	5.78	66,242
(1) Total Administrative and Supervisory	1.48	30,441
a. Assigned	0.40	8,228
b. Prorated on per teacher basis from school and district central offices	1.08	22,213

Section V cont.

		Number (FTE)	Total Salaries (Based on District Average)
	(2) Counselors, psychologists, social workers, librarians, therapists, teacher aides, and others (separated by groups as illustrated for administrative and supervisory.)	4.30	$35,801
10.	Auxiliary Services (Clerical, stenographic, custodial, instructional supplies, other operational expenses) Total		$99,318
	(1) Assigned		0
	(2) Unassigned: prorated on per teacher basis.		99,318
11.	Total Expenditures (Sum of Item 8 plus Item 9 plus Item 10.)		404,533
12.	Cost per Pupil (ADM) in Special Program (Divide Item 11 by Item 3a, for all programs except vocational education)		2,074
13.	a. Cost per Pupil in Regular Program, grades 1-8		981
	b. Cost per Pupil in Regular Program, grades 9-12		
14.	Special Program Cost Differential (Divide Item 12 by Item 13a or 13b as applicable.)		2.11
15.	Vocational Education, Cost per Pupil FTE. (Divide Item 11 by Item 4.)		
16.	Program Cost Differential per Vocational FTE (Divide Item 15 by Item 13a or 13b as applicable)		
17.	Program Cost Differential per Pupil (ADM) Enrolled in Vocational Program		
	Add: (1) Average fractional full-day FTE value of Vocational Program times Item 15, plus		
	(2) Average fractional full-day FTE value in Regular Program times per Pupil cost in Regular Program in grades as applicable in 13a or 13b.		

Section VI
Detailed Distribution of Pupil Enrollment
in One or More Programs
Grade Level _____ Code _____

(Prepare duplicate copies as needed for designated grade levels.)

A		B			C		
Code No.	Primary Program Assignment	Total No. Pupils Primary Assignments ADM	% TIME	FTE	No. Pupils in Primary Program Only ADM	% TIME	FTE
6.00	Special Programs						
6.01	Pre-School.						
6.02	Multiply Handicapped. .						
6.03	Physically Handicapped.						
6.04	Deaf.						
6.05	Hearing Impaired. . . .						
6.06	Blind						
6.07	Partial Seeing.						
6.08	Language Development. .						
6.09	Brain Injured						
6.10	Home and Hospital . . .						
6.11	Residential						
6.12	Social Adjust. School .						
6.13	Emotionally Disturbed .						
6.14	Family Maladjusted. . .						
6.15	EMH	100	40	40	20	100	20
6.16	TMH						
6.17	Educationally Handicapped						
6.18	Learning Disability . .						
6.19	Speech Correction . . .						
6.20	Compensatory (Title I).						
6.21	Bilingual						
6.22	Gifted.						
6.23	_____						
6.24	_____						
	Sub-Total:						

Section VI cont.

D

Number of Pupils Enrolled in Other Programs

Special Program				Vocational Program				Regular Program			
CODE	ADM	% TIME	FTE	CODE	ADM	% TIME	FTE	CODE	ADM	% TIME	FTE
6.21	40	25	10	7.50	40	25	10	8.10	80	50	40

Section VI cont.

A		B			C		
		Total No. Pupils Primary Assignments			No. Pupils in Primary Program Only		
Code No.	Primary Program Assignment	ADM	% TIME	FTE	ADM	% TIME	FTE
7.00	Vocational Programs . .						
7.10	Agriculture Sub-Total:.						
7.11	_____						
7.12	_____						
7.20	Home Economics Sub-Total:.						
7.21	_____						
7.22	_____						
7.30	Trade & Industrial Sub-Total:.	100	47	47			
7.31	_____	88	50	44			
7.32	_____	12	25	3			
7.40	Business & Distributive Sub-Total:.						
7.41	_____						
7.42	_____						
7.50	Health Occupations Sub-Total:.						
7.51	_____						
7.52	_____						
7.60	_____Sub-Total:.						
7.61	_____						
7.62	_____						
	Sub-Total:						
8.00	Regular Programs						
4.00	Pre-Kindergarten. . . .						
5.00	Kindergarten.						
8.10	Grades 1-8 or Other __.						
8.20	Grades 9-12 or Other__.						
8.30	Sub-Total:.						
9.00	GRAND TOTAL:.						

Section VI cont.

D

Number of Pupils Enrolled in Other Programs

Special Program				Vocational Program				Regular Program			
CODE	ADM	% TIME	FTE	CODE	ADM	% TIME	FTE	CODE	ADM	% TIME	FTE
	12	25	3						100	50	50
								8.20	88	50	44
6.17	12	25	3					8.20	12	50	6

Section VII
General Summary of All
Current Operating Expenses
(Excluding Capital Outlay, Bonded Debt Service, and Summer School)
Fiscal Year _____
(Grades: K-12 ____; 9-12 ____; K-8 ____.)

A. Instructional Expenses

a. Salaries of Academic Staff

1. Teachers: Sub-total:. . . . . .$_____

(1) Regular. . . . . _____

(2) Special. . . . . _____

2. Non-teaching Supportive Sub-total. . _____

(1) Administrators & Supervisors . _____

(2) Counselors . . . . . _____

(3) Psy. & Social Workers. . . . . _____

(4) Librarians . . . . . _____

(5) Teacher Aides. . . . . _____

(6) Other. . . . . _____

3. Total Academic Salaries. . . . . .$_____

b. Auxiliary Services & Expenses

1. General Control, Security, Clerical. _____

2. Instructional Supplies and Consumable Equipment . . . . . _____

3. Operation & Maintenence of Plant . . _____

4. Other - Health, Fixed Charges, Social Security, Retirement. . . . . _____

5. Total Auxiliary Services & Expenses. . . . . _____

c. Total Instructional Expenses . . . . . _____

B. Public Services
(General Services not allocated to Instructional Programs)

a. Transportation . . . . . _____

b. Food Service (Gross Experses minus earned income) . . . . . _____

c. Rehabilitation . . . . . _____

d. Subsistence (Day-Care Programs). . . . . _____

e. Total Public Services. . . . . _____

CHAPTER IV

RECOMMENDATIONS

The following recommendations are submitted as the writer's best interpretation of thought among representative leaders in education: teachers, directors of special education cooperatives, directors of area vocational education regions, superintendents of local school districts, and superintendents of educational service regions (former county superintendents). Hopefully these suggestions will be useful deliberations leading to changes in organizational and financial systems of the common schools.

1. The state should adopt a policy for gradual development of comprehensive, unified type regional intermediates to serve local school districts and to provide special relationships with the Illinois Office of Education. These units should be organized as cooperatives, functioning as integral extensions of local districts with responsibility to provide designated services and to operate and/or supervise designated programs in cooperation with local districts. These units should be organized and staffed to assist local districts in providing programs and services more adequately and economically through a regional cooperative than by the district alone. If properly organized and staffed these units should perform part of the functions now operated in the Illinois Office of Education, thus reducing the volume of work and aiding in the focusing of functions performed in this office.

2. A goal to establish some 25 to 30 comprehensive intermediates would be a reasonable one. Each unit should provide programs and services for a common geographical area. Boundaries should be determined on the following criteria:
   (1) 20,000 pupils in grades K-12 as a minimum in the most sparse areas of the state,
   (2) 100,000 pupils in grades K-12 as an adequate size in large urban areas.
   (3) Large cities to be used as focal points for surrounding territory,
   (4) Counties to be considered as entities, subject to divisions according to boundaries of school districts, geographical barriers, trade and service patterns, and public preferences,
   (5) The Chicago school system to be treated as regional and local in character,
   (6) Common boundaries for all special programs except those for low-prevalence handicapped pupils, the latter to be accommodated through assignment to designated intermediates.
3. The functions to be designated by law to be operated by these regional intermediates are as follows:
   (1) Special education programs
   (2) Area vocational education programs
   (3) General leadership for inservice education programs, information resource center for legal advice, technical services to local districts in collecting and analyzing data for state and federal reports,

(4) A computerized system of finance and pupil and staff accounting to serve local districts, the regional programs, and the state and federal offices,

(5) Decentralized regulatory functions presently performed in the state education office: to serve local districts more effectively through close proximity in administering the myriads of rules and regulations from federal and state levels.

4. The administrative organization of the intermediate unit should be as follows:

(1) Instructional centers should be located on the basis of: educational consideration of pupils, distance of travel, and economy.

(2) The central regional office should provide a staff of specialists for itinerant services of psychologists, therapists, social workers, and others to meet the varied needs of the instructional centers.

(3) The regional unit should have an intermediate board consisting of one or more representatives chosen by each local district board on a basis proportional to school population. This board should have delegated authority: to appoint and dismiss all staff, including a regional superintendent, and other members of the regional unit upon recommendation of the regional superintendent with the advice of advisory council, and (2) to act upon such policies as determined by local district boards within the limits authorized by law.

(4) The regional unit should have an advisory council of seven to twelve local district superintendents, chosen by the intermediate board, to advise the regional staff in the execution of policies.

5. Personnel in the present regional units should be given tenure in the new comprehensive-type unit without reduction of salary but subject to reassignment of role.

6. The following recommendations are made for the financing of special programs and services:

(1) Capital facilities for designated special programs should be funded fully on an approved cost basis from state funds plus additional funds that might be applicable from the federal government. This procedure would be applicable to all facilities for instructional purposes, regardless of location, and for the regional central office staff. Local districts should be authorized to supplement allowable state and federal funds if they desire.

(2) Current operating expenses would be provided as follows:

a. The costs of instructional programs would be computed for pupils in their districts of residence. The details of the proposed procedure for determining program cost differentials for pupils as a basis for distributing state and federal funds are shown in Chapter II, Pages 44-52. The present method of administering instructional funds through a designated local district appears to be reasonable for handling the funds after determining the amounts

available under the procedure described in Chapter II until such time as comprehensive-type regional units are formed.

b. The proposed method of computing program costs would include the extra costs of supportive instructional services that are provided through the regional unit.

c. Noninstructional services such as transportation and food service would be financed through present methods.

d. It is recommended that state funds should be provided to extend the school year two weeks for all teachers ("regular" and "special") and academic supportive staff in special education for the following purposes: (a) to review all evaluations of the preceding year, and (b) to make plans for the ensuing year, including assignment of pupils, outline of instructional activities, and estimation of materials.

e. Upon the creation of a comprehensive, unified type of intermediate unit as proposed herein, the preceding methods should be extended for new instructional programs as might be authorized. It is recommended that new general service functions such as those mentioned in Item 3 should be financed by adding a small percentage of the general state aid of each district to be allocated to the regional unit. These funds would include payments to personnel who might be transferred from the present educational service region to the new intermediate office.

At that time the fiscal management of all special program and service funds should be transferred from the designated administrative district to the regional office.

7. It is recommended that the State Board of Education should be authorized to establish an information system as suggested in Chapter III of this report for the following basic purposes: (1) Computation of costs of programs and state funds, (2) Analysis and evaluation of programs by local districts, (3) Reporting to state and federal governments.